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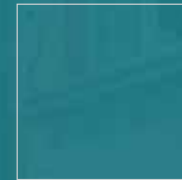
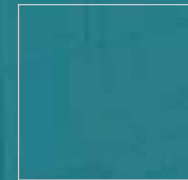


CENTRE FOR ANALYSIS OF SOCIAL EXCLUSION

# Tale of 7 cities

**A practitioner's guide to city recovery**

By Anne Power, Astrid Winkler, Jörg Plöger and Laura Lane





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# Introduction

This documentary booklet traces at ground level social and economic progress of seven European cities observing dramatic changes in industrial and post-industrial economies, their booming then shrinking populations, their employment and political leadership. All the cities faced major crises of de-industrialisation in the 1970s, 80s and 90s, leading to radical change in investment patterns and in the political dynamics leading to serious decline. The cities, as they declined and rebuilt themselves, were often at the centre of national and international social and political ferment but they also regained the initiative and built new ways of doing things which are now teaching other places the way former industrial heartlands across Europe may progress.

We took photographs and collected local accounts in all seven cities. Together they tell a striking story of success alongside failure, of determined effort and initiative alongside despair, of commitment to change alongside loss of confidence. We collected stories together into the *Tale of Seven Cities*, drawing on quotes from local people to illustrate the photographs. They show how difficult places can recover and turn around, why places matter and what human intervention can do to help. The document gives an insight into how difficult it can be to reverse decline, why public backing and investment matters and what local initiatives can contribute. Our aim is to show decision makers and practitioners in cities all over Europe what can be done and to inspire their confidence in doing it. However, our evidence is far from complete and we would be very glad to hear from practitioners

in the seven cities and elsewhere with suggestions and comments. Our contact details can be found at the back of the document. We know that we have not done justice to the scale of work that has gone into helping these cities to recover over at least 25 years of dramatic change. Nor have we drawn evenly on the different experiences of different places. It proved impossible to show each city illustrating each aspect of development. We hope individual cities, projects and practitioners will accept this limitation and point us towards serious omissions that may exist.

We would like to thank all the cities, their innovators, builders and drivers of change, and of course the residents, without whom we would not have learnt about the remarkable achievements, built on the brink of devastating losses. The Joseph Rowntree Foundation have generously funded our work since 2006 and we are very grateful to them.

The seven cities are: Sheffield and Belfast in the UK; Bremen and Leipzig in Germany; Torino, Italy; Saint-Étienne, France; and Bilbao, Spain. We have written detailed reports on each city, available from the Centre for Analysis of Social Exclusion at the London School of Economics and Political Science. Our interim report *Transforming Cities Across Europe* is also available.

# Industrial cities in their hey-day



# Historic roles

Each city played a dominant role in their country's development before the industrial revolution. Five of the seven cities occupied strategic crossing points on early international trading routes. The other two, Sheffield and Saint-Étienne, produced pre-industrial iron based and craft goods, becoming famous for their production at the advent of the industrial revolution.

## Bremen

Medieval centre of an independent city-state that was a gateway to the Baltic and to central Europe's interior.



## Bilbao

Early fishing and trading port to the North Atlantic for the semi-autonomous Basque country with a surviving medieval centre.





## Torino

Torino was historically a strategic European centre, a gateway to Italy through the Alps. It became the capital of the powerful Duchy of Savoy in the mid 16th century. Its Baroque city centre is still one of Torino's most important assets.



*In 1861, Torino became united Italy's first capital-the statue of Victor Emmanuel II, first King of Italy, stands in the middle of a central roundabout*

# Industrial giants

Industrial cities dominated modern inventions, production and wealth creation for more than 150 years. They were the hubs of the new economy, new politics and new urban forms. The seven cities became industrial GIANTS, building on their existing strategic and productive advantages. Rich natural resources such as coal and iron, natural harbours and trading routes, trans-continental gateways and political leadership, catapulted them to the forefront of their national economies in the nineteenth century. The cities became internationally renowned for spawning the biggest, most powerful industries and inventing the first breakthroughs in a rapidly industrialising world. The economic power of these cities seemed invincible.

## Saint-Étienne

Manufrance was founded as a simple arms workshop in Saint-Étienne in the 1880s, and soon grew into a pioneering mail-order business making guns, bicycles, sewing machines etc. that were sold nationwide, becoming a symbol of Saint-Étienne's industrial pre-eminence. It became a state owned industry surviving to the 1980s.



The emblematic Manufrance factory, 1890s



The Imperial Arms Factory, 1894, one of Saint-Étienne's earliest industries, the major arms manufacturer of France from Napoleon's era



Bicycle frame and wheel assembly at the Manufrance factory



Administration and sales areas in the Manufrance factory, making weapons and bicycles

*'Saint-Étienne invented the modern bicycle by borrowing an engineer from the earlier Raleigh factory in England.'*

Mayor of Saint-Étienne, 2006

*'Saint-Étienne went from being a village to a major city in just 100 years.'*

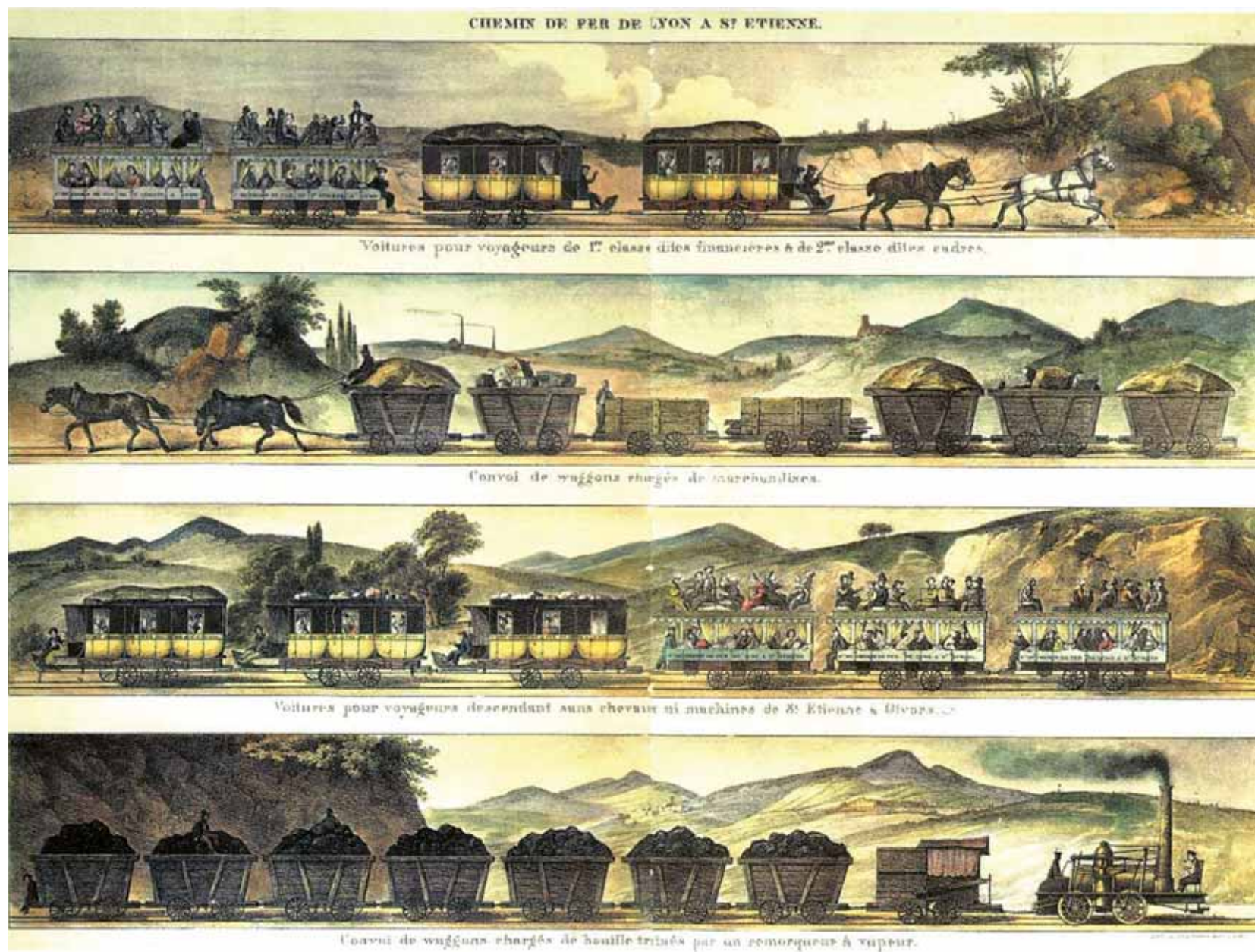
Head of Epures urban planning agency

*'Our Imperial Arms Factory used to employ 4,000 people.'*

Director, EPORA



Saint-Étienne was the birthplace of the first railway in France (1827), the first sewing machine (1830), the first bicycle (1885). Until the mid 20th century, it was one of France's foremost industrial centres.



Source: L'âge du chemin de fer', Henri Vincenot, Edition Denoel. pp. 36/37  
<http://vieux.saint-etienne.club.fr/chemindefer/GRAV2.JPG>

## Bremen

The AG Weser collapsed in the early 1980s mainly due to misguided management decisions. 3,500 jobs were lost by focussing on supertankers rather than container ships, which showed much stronger growth. Vulkan, the second major shipyard, collapsed in 1996 unable to compete internationally, losing 9,000 jobs. The adjacent neighbourhoods (Gröpelingen and Vegesack) suffered deeply.



*AG Weser Shipbuilding yard, once one of the biggest employers in Bremen*

Source: [supertankers.topcities.com/part-1/ld395.htm](http://supertankers.topcities.com/part-1/ld395.htm)

*'Vulkan was one of the biggest industrial collapses in German history.'*

Bremen economic development  
agency B.I.G

## Bilbao

The riverfront was traditionally used for industrial, port and transportation activities, not for leisure. The river was heavily polluted. The collapse of many industrial uses opened up new opportunities.



*Bilbao's heavy industries along the river turned the ancient fishing port into Spain's biggest industrial centre*

Source: Juan Alayo at City Reformers Group 1 at LSE, March 2006

*'Bilbao was Spain's richest industrial hub up to the 1960s.'*

Basque industrialist, 1990





A Bessemer Converter at one of Sheffield's industrial museums

## Sheffield

Sheffield invented silver plating, stainless steel through the most advanced engineering processes in the world. It became the leading producer of knives, blades, tools and cutlery in the world.



Crucible pot making workshop circa late 19th century (courtesy of English Heritage)

Source: [http://www.24hourmuseum.org.uk/nwh\\_gfx\\_en/ART35144.html](http://www.24hourmuseum.org.uk/nwh_gfx_en/ART35144.html)

## Belfast

Harland and Wolff, the world's largest shipyard around 1900, built the largest ever ocean liner, the Titanic. It became lastingly famous for sinking on its maiden Atlantic voyage after colliding with an iceberg. Symbolically, it was too large to manoeuvre quickly enough, marking the beginning of the end of giant industry.



*Workers in the Harland and Wolff shipyard, 1912*

Source: [www.rediscoverni.com](http://www.rediscoverni.com)



*Belfast – the new White Star liner 'Titanic' nearing completion in the largest graving dock in the world*

Source: [www.sim.co.uk/2WhiteStar/Titanic-02.jpg](http://www.sim.co.uk/2WhiteStar/Titanic-02.jpg)



*The vacant Harland and Wolff offices now awaiting refurbishment as part of the Titanic Quarter redevelopment*



## Torino

When Torino lost its role as capital of Italy in 1865 it quickly galvanised its inventiveness, independence and ready supply of water power to become a major manufacturing centre. The Agnelli family, the founders and owners of Fiat came to dominate Torino and much of the Italian economy in the twentieth century by inventing and massively popularising small cheap cars after World War II.



Clockwise from top left:  
Source: <http://www.scripophily.net/fisit20.html>

*Fiat's famous Lingotto factory was inspired by Ford's factories in Detroit, which Giovanni Agnelli visited in the early 1900s*

Source: [www.kennell.it/schedaLIN-GOTTOstoria.htm](http://www.kennell.it/schedaLIN-GOTTOstoria.htm)

*Fiat cars on the production line*

Source: [www.torinosette.it/auto/servizi/fiat.htm](http://www.torinosette.it/auto/servizi/fiat.htm)

*'Torino's industry was driven by the technical applications of local scientific discoveries.'*

*'Our mechanical expertise comes from our arms-making past. This expertise became very important when it came to making other products, like cars!'*

Head of university-linked research institute

## Leipzig

Leipzig was a major industrial centre in the nineteenth century and had long been an international centre of one of Europe's biggest trade fairs.



*Famous Leipzig cotton mill, now being restored and reused*

Source: Leipzig Tourist Marketing



# Industrial pressures

Rapid industrial expansion was coupled in all the cities with huge population growth, doubling, tripling, multiplying ten, even twenty fold, over their earlier densities and size. This led to forms of housing squalor, previously unknown, traces of which survive today. Industrial unrest often characterised the build up of large industries, generated by opposing interests and power struggles.

*'The movement of social unrest that took place between 1968 and 1976 stimulated a culture of participation among Torino's working-class residents. During the big period of post-war mass immigration, the factories were the shock-absorbers, the integrators. But when they shut down, what was there to perform this function?'*

Professor in Politecnico di Torino

*'The economy of Northern Ireland and the workforce of East Belfast depended on the shipyards. When they closed, it felt like there was nothing left. We all worked there.'*

Belfast Taxi Driver



*Riots in Belfast, Northern Ireland*

Source: <http://www.time.com/time/world/article/0,8599,1726385,00.html>



*Strike at Fiat's Mirafiori factory, 1962*

Source: [www.uil.it/Cronologia.html](http://www.uil.it/Cronologia.html)

# 2

## Industrial collapse and its consequences



# Economic and social unravelling

The industrial economies of these cities had become highly specialised, almost totally dominated by a few powerful, often monolithic firms like Fiat, Manufrance, A Weser. This made them highly vulnerable to the international energy crisis and deep recession of the 1970s. The march of globalisation exposed them to foreign competition and cheap imports. As their former colonies gained independence, new markets opened up. European governments were forced to expose dominant national industries such as coal and steel, shipbuilding and manufacture, to competition to reduce costs and introduce new ideas and methods. These shifts led to the collapse of the main industries in every city. In Leipzig, the collapse came later, more rapidly and more sharply due to the sudden end of the German Democratic Republic (GDR). Once powerful hubs of productivity lost their economic rationale. Hugely powerful industries were destroyed by the inescapable winds of change.

*'Throughout the 70s and 80s we suffered a succession of big shocks – large-scale closures of many major employers. In the 1950s Saint-Étienne lost 25,000 jobs with the closure of the coal mines; we then lost 25,000 of our 55,000 industrial jobs between 1975 and 1990, and 9,000 more in the early 1990s.'*

A Saint-Étienne academic

*'There's probably a lost generation of steel and coal workers who will never be re-employed.'*

A Sheffield academic

## Sheffield



Scene from *The Full Monty*, a film from 1997 depicting the desperation of unemployed steel workers in the city

Source: [www.1worldfilms.com/images/full\\_per\\_cent20monty\\_per\\_cent204.jpg](http://www.1worldfilms.com/images/full_per_cent20monty_per_cent204.jpg)  
[www.1worldfilms.com/images/full\\_per\\_cent20monty\\_per\\_cent204.jpg](http://www.1worldfilms.com/images/full_per_cent20monty_per_cent204.jpg)

## Saint-Étienne



Cartoon depicting the demise of Manufrance

Source: <http://www.forez-info.com/photo/thumb-nails.php?album=34>

## Sheffield

*Looking down on engineering works and former industrial sites of the Lower Don Valley, Sheffield's industrial heartland for the last two hundred years*



*Spital Hill, from Burngreave leading down to the city centre with closed shops along the previously thriving street frontage*

*'Sheffield's decline was very steep and very fast. When I came back to Sheffield in 1984, I was shocked rigid. There were 1,000 acres of derelict land in the Lower Don Valley, which I remembered as the powerhouse of the city's economy. There was very little activity in the city centre ... It's difficult to get over to you how desperate things were. The decline was so fast... and the city was frightened, in shock. The political reaction was "blame it on Thatcher".'*

Andy Topley, former Council city planner; then manager in Sheffield One URC

*'The key thing about the crisis was its speed – it took two years, from 1981 to 1983! The reaction was fear and blame, which bubbled over into defiance and self-reliance.'*

Professor Ian Cole, Sheffield Hallam



# Cumulative damage and the failures of mass housing

There were many compounding problems that drove the inevitable decline such as the over building of inhumane mass housing estates; suburban growth and sprawl; inner city decay and abandonment; political unrest resulting from the loss of male breadwinner jobs; and a vast residue of large derelict sites within the city.

One of the most significant shapers of the social problems now facing the seven cities was the mass housing programme, supported by all governments. The building of estates was driven by the earlier economic growth, rapid population expansion, the multiplication of slums and the sheer political optimism about continuing growth. Over-ambitious building programmes created an over-supply of ugly concrete estates, often at the edge of the city, modelled on the industrial production methods their giant factories had perfected.



## Saint-Étienne

Le Corbusier, inventor of the idea of cellular 'machine living' and 'streets in the sky' tried out his early ideas, fairly successfully, in Firminy, the neighbouring town to Saint-Étienne. His work is being celebrated at the Venice Biennale (2007) and his estate near Saint-Étienne has become one of the city's new tourist attractions. But his imitators made a thoroughly bad job of persuading people that mass estates offered a 'new kind of heaven'.



Left:  
*Espace Le Corbusier,  
Firminy, France*

Source: <http://www.galinsky.com/buildings/firminy/index.htm>

Top right:  
*1970s picture showing the new  
grands ensembles (large estates)  
in the peripheral Quartiers Sud-  
Est neighbourhood, on the edge  
of Saint-Étienne, known for its  
massive structure as the Wall of  
China. It was demolished in the  
1990s*

Source: Archives Municipales de Saint-Étienne

Bottom right:  
*Le Corbusier's Unité d'Habitation,  
Firminy*

Source: <http://l-esprit-de-l-escalier.hautefort.com/architecture/>



*The motorway from Saint-Etienne to Lyon slices through the middle of Quartiers Sud Est, creating noise, pollution and danger for children. Some traffic planners want an even more dominant motorway to link the two cities because of volumes of traffic*



*Quartiers Sud-Est's large blocks on the edge of Saint-Étienne*

*'In the late 1970s and 80s, the middle classes – who had by then saved up enough money to upgrade – moved out of estates to buy larger individual homes, often in the suburbs. To replace them the authorities allocated vacant housing to the workers and increasingly immigrants. This coincided with the economic crisis; the last mine in city-region closed 1983, and Manufrance closed 1984. We were suffering major vacancies from the 1990s on. That is how the process of ghettoisation of the grands ensembles neighbourhoods really took root.'*

Resident, Saint-Étienne

*Some big 'social' housing in Via Artom, poorly maintained, housing marginal populations – some of it is now being restored*



## Torino

More social housing was built in Torino than in almost any other city in Italy because of the large scale immigration from the South to man the giant production lines.

*Mirafiori Nord, 2006, decayed, poorly maintained and ugly*



*Mirafiori Nord, 2007 – showing Neighbourhoods Unit renewal programme, uplifting the appearance of the blocks and the morale of residents*



*'These dense blocks helped to house the workforce from the South out of the impoverished slums that ringed older areas.'*

Bilbao resident

## Bilbao



*Decayed private rented housing, built during the 1950s and 60s with little regulation*

*Social housing built on steep slopes above the city of Bilbao*



## Sheffield

The centre city Park Hill Flats estate of 1,000 flats, built between 1956 and 1961, was listed by English Heritage as a monument to modernist architecture. Several similar estates were demolished in Sheffield, but Park Hill is being upgraded through a public-private partnership with the flamboyant community regeneration company, Urban Splash.



Source: Urban Splash, Park Hill.  
Photographer: Jan Chlebik, Image ID: PARK\_002,  
Copyright: Jan Chlebik Photography



Source: Urban Splash, Park Hill. Photographer: Jan Chlebik, Image ID: PARK\_000, Copyright: Jan Chlebik Photography



## Bremen

Peripheral estates around Bremen are losing some of their overwhelming scale through demolition and re-design of open spaces.



## Leipzig

Estates like Grünau outside the main city of Leipzig, built on a scale unmatched in the other cities (at its peak with 90,000 residents), led to the depletion of Leipzig city. Large parts of the estate are now being demolished due to high vacancy rates.





# Inner city abandonment

An intense hierarchy of more and less popular neighbourhoods emerged as suburbanisation, poverty, joblessness and polarisation opened up a visible cleavage between the poorer and richer neighbourhoods of industrial cities.

## Leipzig

Abandonment of inner city housing was most extreme in Leipzig, where almost no money was available for refurbishment during the socialist era.



## Saint-Étienne

Saint-Étienne's inner city suffered large population losses, both to the mass estates and to suburban growth.

*This inner courtyard, filled in over decades with ad hoc additions, now houses mainly foreign families and older 'left behind' residents*



*Derelict small site within old area of Saint-Étienne*



Left:  
*This poor inner city area is now targeted for major upgrading*

Right:  
*Cleared industrial site in inner Saint-Étienne*



# Suburbanisation

Large scale flight or suburbanisation of more prosperous professional sections of the community concentrated poverty in declining inner city neighbourhoods. Derelict industrial sites scarred the landscape and weighed on municipal balance sheets. Working class communities, formerly powerfully unionised, well paid and valuable to the economy, became stranded and alienated in physical 'ghettoes' that nobody today justifies. Social conditions deteriorated rapidly as a result of mass unemployment and the breakdown of the traditional 'bread-winner' role for men.



## Leipzig

Suburbanisation: new residential developments were built on Leipzig's urban fringe in the 1990s, enabled by federal subsidies, the decay of the inner-city housing stock and demand for this type of housing.



## Saint-Étienne

Saint-Étienne's biggest shock was to lose 10 per cent of its population, most of it to municipalities around the city.

# Political unrest

The seven cities sometimes became centres of major protest, as their job losses were often more extreme and more rapid than other less important industrial centres.

- Saint-Étienne was communist-run throughout the 1970s in an attempt to stave off the inevitable industrial collapse
- The Troubles in Northern Ireland from the early 1970s were exacerbated by the closure of the shipyards in East Belfast. The large industrial employers had recruited their workforce mainly from the Protestant population. As these jobs disappeared it disproportionately affected the Protestant community
- Leipzig citizens led the 'Monday demonstration' in 1989 from Nikolai church in the city centre, accelerating the eventual collapse of the DDR, which precipitated the loss of 90 per cent of the city's industrial jobs
- Bilbao, in the heart of the Basque country, for decades found it difficult to attract new investors because of the security threats posed by ETA
- Sheffield became the national headquarters of the crippling miners' strikes of the early 80s.



## Bilbao

*Bilbao's striking workers, in the early 1980s*

Source: Juan Alayo at City Reformers Group 1 at LSE, March 2006



## Leipzig

*Nikolai church – 'Monday demonstrations' in Autumn 1989*

Source: <http://www.dw-world.de/dw/article/0,2144,2878171,00.html>



## Sheffield

*Job losses in manufacturing: Pickets clash with Police during the Miners' Strike, 1984*

Source: <http://libcom.org/library/20-years-since-the-great-coal-strike-of-1984-1985-dave-douglassome.htm>

# Unwanted industrial infrastructure

The concentrations of coal mining, iron extraction, steel production, ship building, armaments manufacture and other major industrial production systems devastated the urban environments of the seven cities. They left an indelible image of the industrial city as ugly, scarred and hostile which deterred new investors. Their contamination with industrial waste and their obsolete infrastructure still often survives today. The largest areas of derelict land in our cities were in the closed port areas of the cities and former mines.

## Bilbao



Remnants of old industries in Barakaldo, near Bilbao

*'Our city suddenly had all these brownfield sites, which really weighed – and still weigh – on the municipal balance sheet.'*

Regeneration expert, Saint-Étienne

## Leipzig



Former coal mines outside of Leipzig reclaimed for leisure uses



## Bremen



*Derelict industrial land around the old harbour and manufacturing area in Bremen. There are ambitious plans to reclaim this area*



*Kellogg's factory in the surviving food processing area of Bremens docks. Becks beer and coffee producers also have plants here*

## Sheffield

Short-termism and desperation characterised the early recognition of the crisis. Decisions that cities now regret were taken in a frantic attempt to win back jobs. Sheffield built an out-of-town shopping centre that devastated city centre retail.

*'The Sheffield Development Corporation inherited a tough plot with the Lower Don Valley. They weren't strategic with what they put in. They opted for leisure, not as an intentional focus but because that's what came along.'*

John Mothersole,  
Sheffield City Council



*'Crinkly sheds' replacing giant steel works*

*'During the 1980s it was a question of "every Local Authority for itself". There was a feeling that the first person with an idea for developing a site in your area, you took it. There was no stipulation on the Meadowhall [out-of-town shopping centre] to employ locals, for example.'*

Peter Wells, Sheffield Hallam University

*'The City Council granted permission for Meadowhall. Inside the Council we foresaw the negative impact on the city centre, but we were desperate and we didn't have the funds to do anything about it.'*

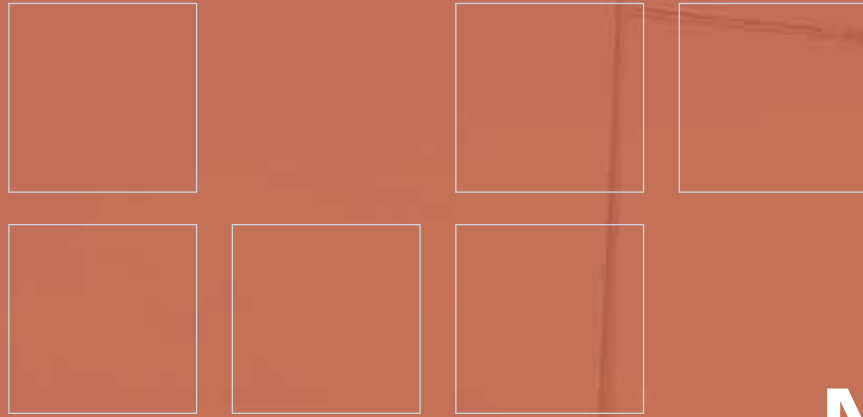
Andy Topley, urban planner,  
ex-Sheffield City Council



*Meadowhall shopping centre*

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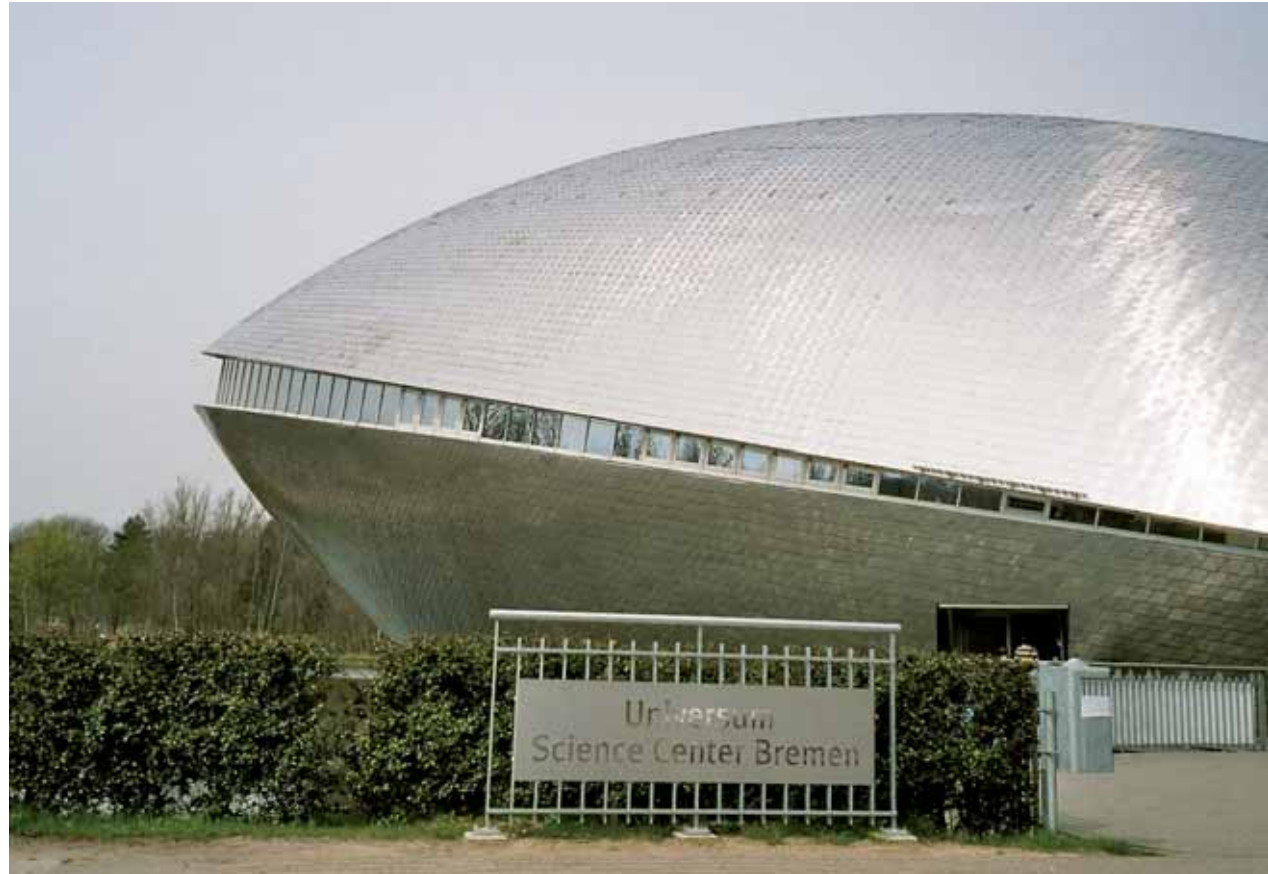
New perspectives,  
new ideas, new roles





# Symbols of change

The sharp realisation that it was impossible to carry on as before led to the beginnings of a turnaround in all the cities. A new vision of the future, new ideas and new leadership emerged. A determination to unite interest groups under a new common sense of direction dominated city thinking. Cities saw their future as very different from the past, and each one made symbolic moves towards radical change.



## Bremen

Bremen moved ahead of other cities in emphasising technology and new sciences, creating an advanced Technology Park linked to the University.



## Leipzig

Leipzig restored a vaulted railway station, once the largest in Europe, as a central city mall, and major railway centre with a high speed link to Berlin.



## Belfast

Belfast, the most divided city among the seven, created neutral and peaceful spaces in its centre and along the harbour area.



*The Guggenheim Museum adjacent to the new footbridge over the river*

## Bilbao

Bilbao's now famous decision to create a cultural phenomenon, in the almost derelict Abandoibarra riverside area, by persuading the Guggenheim to come to the city, was funded jointly by the Provincial Government of Viscaya and the Basque Regional Government. The land was reclaimed by Bilbao Ria 2000, an urban regeneration company.



## Torino

Torino, at the foot of the majestic Alps, running between Italy and the rest of Europe, won its bold bid to host the 2006 Winter Olympics. It put the city on the map as a sporting beauty spot.



## Saint-Étienne

Saint-Étienne created the Design Village in the shell of France's largest manufacturer, and called in Norman Foster to design a large concert and events hall.

Source: Foster + Partners



# Big ideas

## Torino

Torino, like the other cities, pulled together myriad big ideas into a powerful strategic drive, relying heavily on citizen participation.



*One of the many consultation meetings in the two-year consultation process of developing the city's Strategic Plan, the first in Italy 'The Urban Masterplan was an essential part of the recovery effort'*

Source: Comune di Torino <http://www.comune.torino.it/torinoaz/img/torinoint1.jpg>



*More recently the city of Torino convened a meeting of young professionals working in the city on the turnaround to gather their ideas for an updated strategy, 2007*

*'The Olympics was key for giving us a timescale. It also allowed us to leave behind our 'habit of mediocrity' that we'd had since the decline of Fiat.'*

Chamber of Commerce, Torino

*'The first Plan was very innovative. It was written by the "economia civile" (civil society), not by politicians.'*

Chamber of Commerce, Torino

*'The response to the crisis came with the renewal of local government in the early 90s, along with new resources. There are around 100 people who are the driving force of Torino; they have a lot of pride in their city and are committed to its recovery.'*

Torino Internazionale

*'The secret of Torino's recovery is that everything is connected! All the key players know each other, trust each other, and work well together.'*

Director, university-linked higher education institute

*'Torinesi have a huge personal commitment to Torino. Many of the people that work for me are young graduates who went abroad, and have returned to "give something back" to their city.'*

Director, inward investment agency

*'The university and its academics played a leading role in the creation of the Strategic Plan.'*

Researcher, Torino

# New enterprises

## Leipzig

Leipzig attracted major new industrial investors, using its reclaimed land and restored city centre as an enticement.



Main entrance to the new BMW plant in Leipzig, designed by Zaha Hadid

Source: [http://arcspace.com/architects/hadid/bmw\\_centralbmw\\_central.html](http://arcspace.com/architects/hadid/bmw_centralbmw_central.html)



Famous interior of the entrance hall to BMW, Leipzig

Source: <http://zahahadidblog.com/projects/2007/06/11/bmw-central-building>

## Saint-Étienne

As a sign of Saint-Étienne's progress, one of France's biggest supermarkets has recently set up headquarters in Saint-Étienne in imposing offices on a reclaimed industrial site next to the railway station. The new Casino Head Quarters helped trigger the city's 'residential appeal' strategy by linking Saint-Étienne's train station to Lyon and by TGV direct to Paris, also generating demand for a tram route in to the city centre.



The Casino supermarket group – founded in the city – decided to locate their HQ on this site



New tram line running past Casino HQ and linking the main station (with trains to Lyon) to the city centre, part of the residential appeal and strategy

*'When big companies want to open offices here, the fact that their big-wigs don't want to live in Saint-Étienne is a real barrier.'*

Service de renouvellement urbain, Ville de Saint-Étienne

*'It took us 15 years to "digest" the crisis. We were in "reaction mode" from around 1985 to 2000.'*

*'We realised we couldn't carry on like this, it wasn't working. Meanwhile the population was still grieving the loss of the local industries. But local leaders had to be bold and strike out in a new recovery direction, even without the backing of the local population.'*

Stéphan Muzika, director, EPORA

*'It was of great symbolic importance; a catalyst. When this happened, the city decided to re-envisage the development of this area. There now will be offices and housing too.'*

Ville de Saint-Étienne

# 4

Massive physical  
reinvestment by  
cities, governments  
and EU



# Restoring cities

The commitment to restoring the cities' fortunes generated new engines of change, driven initially by major public investment. Restoring city centres, reclaiming derelict sites and buildings, and reintegrating more marginal neighbourhoods became central goals. All the cities are in the process of restoring inner and centre city neighbourhoods alongside outer estates.

## Sheffield

Sheffield, like all great Victorian industrial cities, boasts a magnificent town hall, overwhelming in its grandeur. Sheffield City Hall has been restored and is undergoing a £12.5m transformation into a state-of-the-art cultural venue and conference centre as part of the Sheffield One renewal project. New partnerships and dedicated public-private agencies were set up by the local, regional and central governments to coordinate regeneration projects. Sheffield did this maybe more creatively than anywhere else. Sheffield One, an urban regeneration company set up in 2000 as an independent Council sponsored non-profit company, coordinated a plan to regenerate Sheffield's city centre involving over £250m of new development. Sheffield's public realm has been transformed, Sheffield's first four-star hotel has opened, and new high-quality offices needed for incoming businesses have boomed. The city centre will boast a new Retail Quarter, as part of Sheffield One's Masterplan for the restoration of a mix of functions and uses in the centre. The new quarter will create a counter-magnet to the out-of-town shopping mall at Meadowhall where many city retailers went.

*'The Chief Executive sorted out the Council, its management structures and its budget. He's also an excellent mediator... between public, private, regional and national level. Before him, the city didn't have anyone like that; the Council had been very intransigent.'*

Researcher, Sheffield University

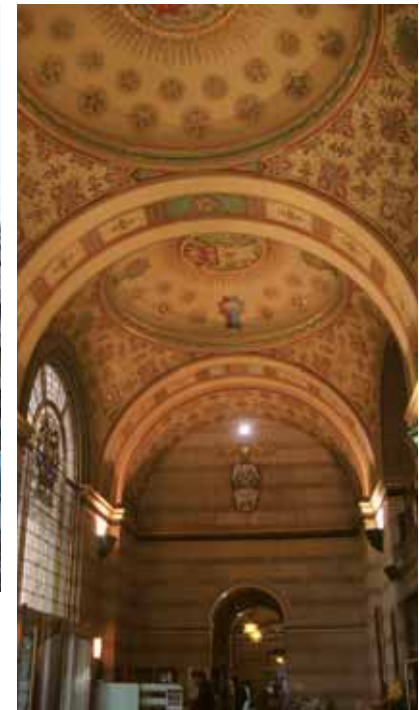
*'The most important thing was getting out of our victim mentality.'*

Researcher, Sheffield University

Sheffield's imposing City Hall dominated the central area



From the steps of the Town Hall overlooking the new square



The delicate, refined interior belies the industrial grime that generated the wealth to build it

*In 2001, the Council decided to demolish the ugly concrete 1960s extension to its beautiful Town Hall. The unwelcoming little used Town Hall square became the now famous Peace Gardens, locally known as the beach' because families and workers alike sit on its sunny steps enjoying the fountains and flowers in summer*

Source: [http://www.sheffield-fm.co.uk/sheffield\\_peace\\_gardens.htm](http://www.sheffield-fm.co.uk/sheffield_peace_gardens.htm)



*Arundel Gate, an unattractive part of Sheffield's city centre is being upgraded*



*Sheffield's imposing old railway station has been upgraded, and a walkway created into the city centre*



Sheffield One built the Winter Gardens, an attractive glass covered social space to counter the biting Yorkshire winds



New office block adjacent to the Peace Gardens



Cutlery giraffe in the Millennium Galleries, reminding visitors of Sheffield's history as the greatest cutlery producer and inventor of silver plating and stainless steel in the world

*'The "Heart of the City" redevelopment plan began the turnaround; it's a great public space, but its main function was to attract investment. The real game was office development. There was no Grade A office space in the city centre, so we put ERDF money into gap-funding the development of private office blocks, and now the private sector has started building speculatively.'*

Andy Topley, former director of Sheffield One, now a manager in Creative Sheffield

*'The government's Millennium Lottery Fund has had a significant impact. We now have high-quality environments that simply wouldn't have happened without that funding.'*

Ron Barrowclough, Assistant Chief Executive, Sheffield City Council



## Bremen

Bremen's status as an independent medieval city state created an imposing civic centre which has been beautifully restored and declared a UNESCO world heritage site. Far from being a city 'wrecked' by industry, Bremen is fast becoming a centre of international tourism for its uniquely preserved centre and autonomous status.

*The cathedral*



*Bremen's imposing Town Hall*



## Saint-Étienne



*'Social decay goes hand in hand with the physical decay. We're trying to break that downward spiral by improving housing quality.'*

Jean-Paul Chartron, chef de projet  
Tarentaize-Beaubrun-Séverine,  
Service de Renouvellement  
Urbain, Ville de Saint-Étienne

*'In the 70s we demolished 300 homes in this area to build a big block of social housing. But it was a failure – we created a closed citadel that no-one wanted to enter – a problem waiting to happen! So we learnt that we should demolish much less and preserve the historic footprint of the city.'*

Jean-Paul Chartron, chef de projet  
Tarentaize-Beaubrun-Séverine,  
Service de Renouvellement  
Urbain, Ville de Saint-Étienne

Left:  
*Old working-class housing  
in the central Crêt de Roc  
neighbourhood in a potentially  
attractive historic urban  
landscape*

Right:  
*Some of the old working-  
class housing in the Crêt de Roc  
neighbourhood that is being  
upgraded as part of the national  
French reinvestment programme*





## Bilbao

Bilbao Ria 2000, publicly funded and owned urban regeneration company, invested not only in land reclamation, but also the restoration of the historic centre and inner neighbourhoods and the riverfront.

*Bilbao's restored river, lined with new developments and crossed by imposing new Zubi Zuri (White Bridge) designed by Calatrava. The new footbridge links the old and new parts of the city*

*Bilbao's historic city centre, full of civic life and restored buildings*





## Leipzig

The city centre has been heavily upgraded and restored. Major reinvestment in inner-city housing with some selective demolition and redevelopment of brownfield sites has attracted back population and held onto graduates of Leipzig's famous university.



*Restored Wilhelmenian housing near the city centre is re-attracting population*



*This old industrial complex, a former cotton mill, known as the Spinnerei, near the historic residential area of West Leipzig, is being gradually restored as a centre for artists, small workshops and new enterprises*

*Leipzig retained  
its historic street  
structure and  
traditional central  
European street  
patterns*





## Belfast

The City Town Hall reflects the earlier importance and wealth of the city as a vital part of the United Kingdom. Its public surrounds have been carefully upgraded to encourage use.





# New transport links

Saint-Étienne invested heavily in improving local transport and infrastructure as part of its residential appeal strategy. So did Bilbao and Sheffield.



*New tram line links the central station to the city centre*

## Saint-Étienne



*Renovated central station, opposite the Casino HQ links Saint-Étienne to the nearby city of Lyon – with much higher property prices than Saint-Étienne. Easy commuting makes Saint-Étienne more attractive*

## Bilbao

The new metro links other municipalities in Bilbao metropolitan area with the city centre with stations designed by Norman Foster, and the modernised tram in the city centre makes Bilbao's high density manageable.



# 5

## Practical steps towards recovery





# Building the new economy

The signs of urban re-growth began to show in the new enterprises that emerged. Physical reinvestment in city centres created a favourable climate for new economic initiatives. Clusters of new industries, often building on historic industrial traditions, began to emerge. The efforts of civic leaders to generate new economic activity helped to woo major investors and innovators.

## Saint-Étienne



## Design Village

Saint-Étienne builds on its historic specialisation in high level engineering and optics technology. A 'Design Biennale' founded in 1998 was pioneered by the local School of Fine Arts. It has grown into an international event attracting around 700 designers from over 40 countries. Reusing the derelict but imposing Imperial Arms factory, the Design Village is now being built as a cluster site for the new industries.



*Construction work on the Design Village within the historic buildings in July 2007*



Within the historic Design Village, the 'state of the art' optics cluster is growing

Newly constructed apartment blocks at the edge of the Design Village site sold quickly. They have been mainly reoccupied by older Stéphanois who had moved out to the suburb and seized the change to move back to the centre. The Optics/Vision cluster, part of the Design Village, houses research laboratories and highly technical design and engineering enterprises based on Saint-Étienne's traditional lens making skills.



Modern flats alongside historic buildings

*'Our regeneration of the Imperial Arms Factory site sums up everything we're doing on higher education and skills, job creation, the "cultural offer", and residential appeal. It also keeps the link to our city's history. The site is 18 hectares, a real enclave of our city. Alongside the Design Village cluster, where we'll have ateliers for artists, exhibition space. Where our School of Fine Art is being re-located, we're creating an optics cluster1, which will involve high-level and high-skill jobs. We'll also be developing housing on this site, including social housing. We've got 400-600 homes in the pipeline.'*

Director of Urbanisme, Ville de Saint-Étienne

*'During its arms-making era, Saint-Étienne developed an expertise in making optical lenses for tanks. The zoom lens was invented here. This history has formed the basis of the plans for the new Optics/Vision cluster site. The universities also play a role here; they have pioneered the Optics/Vision cluster idea and the design theme.'*

Stéphane Muzike, EPOR

## Survival of small workshops

Small engineering workshops in Saint-Étienne provide specialist parts and service big surviving industries in other places.

*'The network of SMEs here is very dense. What we must do now is develop a synergy between education, research and the existing industrial fabric.'*

Ville de Saint-Étienne



*A mechanics sub-contractors' workshop in the city-centre Crêt de Roc neighbourhood making machine components for major firms including Peugeot*



## Sheffield's Advanced Manufacturing Park

*'It was really waiting to happen. The city was over-reliant on the steel industry. The export markets were lost very quickly. There's now been some climbing back into specialist markets, which ironically is where Sheffield's success began!'*

Professor, Sheffield Hallam University

*'Sheffield does have aspirant clusters in its own right, including ones in the creative and digital, medical and advanced manufacturing industries. We have to be more strategic about cluster development. We'll have to take risks, and gamble on the future – choose a few options and then run with them!'*

Sheffield City Council

*'Bringing in mass employers isn't the way to restructure the economy.'*

Sheffield City Council



Source: [http://www.itcyorkshire.com/image/upload/amrc\\_per\\_cent20facto.jpg](http://www.itcyorkshire.com/image/upload/amrc_per_cent20facto.jpg)

## Cultural Industries Quarter – an early economic regeneration initiative that has succeeded

The Cultural Industries Quarter in Sheffield was set up in 1981 as a local government initiative. At the time this was regarded as an extraordinary, either brave or foolish, use of public money. Sheffield Hallam University's location helped to revitalise the 'Cultural Industries Quarter'. Once home to 'little mesters', self-employed cutlery-makers, it is a mixture of working factories, car repair shops, restaurants and clubs. It's not far from the former Wards' brewery, now apartments.

In the 19th and early 20th century, the streets to the south-east of the city centre were the province of the little mesters, the artisans of the cutlery and tool making industries. This was a vibrant community of highly skilled and self-employed workers, providing specialised services that underpinned Sheffield's reputation for innovation and industry. Today the little mesters have gone, apart from a handful working out of the Kelham Island Industrial Museum. But their former homes, in purpose-built buildings and courtyards of artisans' dwellings and workshops, are being given new life – in many cases, to house the 21st century artisans of the creative and new media industries, the largest concentration of the creative and digital industry (CDI) in the Yorkshire region.



*The refurbishment of Scotia Works, an old cutlery works, was completed in 2003. The centre aims to further learning, development and citizenship*

Source: Paul Skelton, Cultural Industries Quarter Agency (CIQA)



*Showroom Cinema – one of the largest independent cinemas in the country*

Source: Paul Skelton, Cultural Industries Quarter Agency (CIQA)



*'What we've got is a mini-cluster which is representative of businesses across the rest of Sheffield, with over 100 creative and digital businesses employing around 1000 people.'*

Director, Cultural Industries Quarter Agency

*'The research suggests that jobs in "content creation" will be developed four times as fast as in IT infrastructure, and one of the things Sheffield is good at is content creation.'*

<http://www.2ubh.com/features/sheffield.html>

*Site Gallery within an old warehouse, Brown Street*

Source: Paul Skelton, Cultural Industries Quarter Agency (CIQA)





## Bremen's technology focus

Bremen dedicated funds to high-tech development since the mid-1980s when the industrial crisis and the need for economic restructuring began to be recognised. Bremen's Technology Park is now the third largest of its kind in Germany with 6,200 employees. Aerospace, aircraft, environmental or medical technologies have their offices on the site. An attraction of the Technology Park for the wider public is the Universum Science Centre, an interactive museum with striking architecture.

*'Bremen has successfully reinvented itself from a port city to a city of science.'*

University of Bremen



The aerospace sector employs 14,000 people in Bremen. In May 2006 Columbus was loaded into a Beluga Airbus at Bremen airport and began its journey to Kennedy Space Center (KSC). Credit: NASA

Source: [http://www.dlr.de/iss/en/desktopdefault.aspx/tabid-4410/7315\\_read-4019/gallery-1/gallery\\_read-Image.19.2051/](http://www.dlr.de/iss/en/desktopdefault.aspx/tabid-4410/7315_read-4019/gallery-1/gallery_read-Image.19.2051/)



Bremen Technology Park – located in close proximity to the University

## Torino's incubators for local entrepreneurs

The City of Torino also sponsored a business park concentrating on new environmental technologies. This reclaimed site is pioneering the development of hydrogen technologies for transport and nano technology for industrial processes.

The I3P incubator, located alongside the Politecnico university houses start up research businesses while they develop new business ideas.

It was founded as a non-profit joint-stock consortium company, with six joint shareholders:

- Politecnico di Torino university
- Province of Torino
- Municipality Torino
- Chamber of Commerce of Torino
- Finpiemonte (Regional Financial Agency of Piedmont)
- Torino Wireless Foundation (for promoting ICT activity)

Each shareholder contributes €200,000 (totalling €1.2m) I3P focuses on hi-tech business ventures in the major engineering sectors.

I3P provides start-ups with cheap offices, the consultancy services of business development advisors (for the commercial side) and Politecnico university professors (for the technical side), and help with connecting entrepreneurs to start up capital.



*The incubator offices are shown here next to the prestigious Politecnico di Torino*



*The Envirocentre is a model of energy efficiency and 'green' buildings – quite literally*

*'We realised we needed to hand-hold entrepreneurs, because of the lack of entrepreneurial/initiative culture, an impact of the Fordist mentality.'*

Director of Torino Wireless Foundation

*'Our province is still a region of production – mechanics and auto – despite the fact that the city is very service-based now.'*

## Belfast innovative reuse of former docks

Belfast recently (2007) became the site for the world's first commercially viable sea turbine. Harland and Wolff's giant cranes that helped the launch of the Titanic came back into use. They were the only ones big and strong enough to lift the huge steel supports that would be plunged into the tidal torrent at Strangford Lock.



*The near-derelect Harland and Wolff site in 2007 attracted the world's first commercial sea turbine, built in the dock under the giant crane*



*In the background an obsolete ship is being dismantled, while in the foreground the sea turbine's upright is prepared for lowering in Spring 2008 into Strangford Lough*

*The now listed Harland and Wolff crane towering over a nearby housing estate*



## Leipzig's new logistics and trade fair activities

Leipzig has attracted major logistics and mail order companies such as Amazon, DHL and Quelle. It has also revived its important role in international trade fairs, based on its early prominence at the 'cross roads' of East and West.



*Powerful image, dominating Leipzig's trade fair during communist times, and now revived in the new trade fair*

Source: City of Leipzig



*Quelle – German mail order company serving Eastern and Western Europe, dispatching 180,000 consignments a day from Leipzig*

# Building social enterprise and integration

The skills mismatch in the new 'knowledge' and service based enterprises was acute. Many potential workers, particularly men from a manufacturing background, found it hard to adapt. The seven cities realised that they would only be able to attract investment if they could demonstrate they had a skilled and adaptable workforce that would suit new companies.

To compound the social problems, recent immigrants from former colonies and cheap labour to man new services were crowded into the most rundown parts of older cities, leading to growing marginalisation. Every city developed its own programmes to tackle unemployment, low skills, and access to new jobs. New social facilities housed special programmes to foster integration and enterprise. Innovative community-based partnerships supported by public and charitable funds often delivered new services.

New social programmes helped reintegrate redundant workforces. Private firms were crucial partners in job links. In Sheffield, Leipzig and Belfast the municipality set up a special agency to assist existing and incoming companies with their recruitment of new workers, and to arrange training to ensure that a qualified local workforce was on hand.

## Torino

*Torino's main market square is a huge international market offering migrant traders (often illegal) scope to establish new enterprises, albeit in the informal economy.*



## San Salvario Project

The San Salvario Local Development Agency of the San Salvario central neighbourhood, is based in a former shop where Nutella chocolate spread was first made. It is now supported by the Council and private foundations. It works to foster the special development and integration of the neighbourhood through the involvement of residents, it helps with the upgrading of run down old housing and it develops social enterprises and local businesses.



*The small shop front where the San Salvario project meets*



*Dilapidated housing in the San Salvario neighbourhood, one of the Neighbourhoods Unit's intervention areas next to the central station*



*This dilapidated municipal bathhouse will now be transformed by the San Salvario Local Development Agency into a community centre, a base for local community groups and a social enterprise generating income through a café and roof garden to support residents. It will offer training, sports facilities and social spaces as well as venue space. It secured funding of €439m from the Vodafone Foundation. The City Council is a strong backer of the project*



## Mirafiori Neighbourhood Project

Fiat's Mirafiori neighbourhood now boasts an ambitious community enterprise.

*The Centre's community café run as an income-generating activity – ready for its evening opening*



*Rooms are available to community groups – this is a traditional Piedmontese choir group*



*The Cascina Roccafranca, an abandoned but attractive farm building near the large Fiat Mirafiori factory has been transformed into a local community centre, activities and training base, using regeneration funding from the EU Urban programme. Creating the facility was one of the dream ambitions of local community representatives. It has to generate a large part of its income from the activities it houses including children's play, exercise space and training and meeting rooms*

## Sheffield

The Government Single Regeneration Budget and European Union Objective 1 have supported many innovative community-based initiatives. One of the best examples is the Netherthorpe & Upperthorpe Community Alliance (NUCA).

NUCA has turned an old Victorian public baths into a 'Healthy Living Centre' for the neighbourhood, housing a mixture of services including a gym, pool, café and advice centre. Young people's groups, family support through the local school and links with hard-to-reach minority groups within the community, such as Yemeni women, have developed through NUCA's work.

*'Sheffield has one of the biggest gaps between the poorest and richest neighbourhoods. We're working to change that. With Closing the Gap, we combine all the different funding streams and use them in an integrated way.'*

Sheffield City Council



Top:  
The restored pool

Left:  
Youth activities

Bottom:  
The public baths



# Building skills

## Torino

Torino's Neighbourhood Unit has specially fostered resident involvement in social and economic development as well as physical renewal. The Porta Palazzo is one of the Neighbourhood Unit's special programme areas because of its deprived minority populations. The Porta Palazzo neighbourhood has the highest proportion of immigrants in the city, many illegal. It is where many newcomers to Torino find their first job. 'The Gate' neighbourhood regeneration project works with market stall holders to help them enter the formal economy, develop skills and gain access to support.

*Stall holders in the Porta Palazzo*



*Debris at the end of each market day in Porta Palazzo*



*Drop-in centre in Via Arquata neighbourhood, can get help with form filling, job hunting, preparing CVs and training*





The Apolié centre with its Director – Joseph Diahoue – himself a recent newcomer from Africa

The Neighbourhood Unit in Porta Palazzo also funds the Apolié centre which helps minority residents to develop entrepreneurial and organisational skills to form their own businesses.



A group of Moroccan women have formed their own bread-making cooperative with the help of Apolié. They now sell this bread in the market and other parts of the centre. The bread is very popular



A group of women in the Apolié Centre developing a business plan

## Bilbao

Lan Ekintza Bilbao is a jobs and skills agency, established by Bilbao City Council, to match skills in local communities to new job requirements. It targets low income areas of the city.



Lan Ekintza event to encourage enterprise in the city  
Source: Lan Ekintza website

## Sheffield JOBMatch and Jobnet

A big concern of investors is whether they will find a local workforce with the right skills. The city's inward investment agency Sheffield First for Investment set up JOBMatch in 2001, to act as a local recruitment and training service. JOBMatch liaises with firms already in or coming to Sheffield about their employment needs. It often runs the recruitment process itself, and if necessary also organises training to provide local job-seekers with the skills employers require. JOBMatch also helps ensure that jobs from public sector-led projects prioritise local residents. For example, it worked closely with Sheffield One to broker voluntary labour agreements with the construction firms involved in its infrastructure projects in the city centre. Jobmatch and Jobnet part-funded by EU Objective 1.

Bottom left:

*Sheffield City Council agreed a partnership with Kier Construction for carrying out the Council's general works, repair, and improvements to the Council's building stock. The Council required Kier to sponsor training and employment programmes to help hard-to-reach communities in the city's most deprived neighbourhoods gain jobs. Kier with other partners set up a training programme called Construction Jobmatch to qualify young and unemployed people in construction, and a Construction Design Centre offering apprenticeships and work experience for school leavers in the city.*



Bottom centre:

*The Jobnet@NUCA drop-in centre over the road from the NUCA Healthy Living Centre. Jobnet@NUCA is part of the city-wide network of neighbourhood-based employment and training centres, which offer a personalised and supportive advice service for residents of deprived neighbourhoods to help unemployed people into work. It operates independently of statutory employment agencies but works closely with them. Jobnet@NUCA benefits from NUCA's other activities to help it reach its clients. It also signposts jobseekers to NUCA's other activities, including local training courses, childcare and health*

# Upgrading local environments

Every city invested in improving the lowest income areas, partly to attract a greater social mix and generate more local businesses and social activity.

## Torino

The Neighbourhoods Unit in Torino, targeted the 15 most deprived areas of the city with the aim of involving residents in shaping the future of their area, prioritising local need and creating better social and physical conditions. The Neighbourhoods Unit managed the publicly-funded upgrading of neighbourhoods across the city, based on strong community participation.



*Pedestrian walkways and gardens, restored façades, widened pavements all make the area much more welcoming*



*Upgraded public spaces in Via Arquata neighbourhood, followed extensive resident consultation by the Council's Neighbourhoods Unit*



*Many central areas were turned into more people-friendly spaces*



## Sheffield

Burngreave is one of Sheffield's poorest neighbourhoods, right next to the city centre. In spite of its poor reputation, it has had some of the fastest rising house prices in the country. The council had planned to knock down the centre of Burngreave to make space for a large new supermarket. Thanks to the opposition of the Ashram café, the shops and community were saved and the supermarket was moved to bare land nearer the centre.



Ashram Community Café and meeting area. The Ashram Café serves home-made cakes, pies, bread etc and has an open door to the community



The old vestry is being converted into a community learning centre



Local shops around the centre of Burngreave received a facelift to the central area many local shops re-opened, often serving different minority communities within the area

*'The population of Burngreave is growing. The Somali, Pakistani, Afro-Caribbean, Yemeni and Kurdish communities are smaller but growing too. We are also seeing increasing numbers of asylum seekers. The rate at which growth is happening is problematic – we don't have enough places in local schools.'*

Burngreave NDC

## Saint-Étienne

Run down housing in the inner city neighbourhood of Tarentaize is being renewed. It is one of the four neighbourhoods in the city targeted by the French government's neighbourhood reinvestment programme (run by the National Association of Urban Revitalisation, ANRU).



Top:  
A replanted open space

Above:  
A street in Tarentaize awaiting upgrading

Right:  
A street near the centre



## Bilbao

Bilbao has restored historic housing within the inner city; upgraded poorer neighbourhoods; encouraged established middle class residents to stay in the central areas which they traditionally occupied; and attracted young working households.



Top left:  
*The inner-city neighbourhood of San Francisco houses immigrants in poor conditions while attracting 'gentrifiers' to its central location*

Top right:  
*The central area of the Ensanche is still occupied by higher income groups*

Bottom left:  
*New housing in Miribilla on former mining land. This low-income area is being transformed by demolitions, new developments and gentrification*

Bottom right:  
*Urribarri neighbourhood houses more established migrants from poorer Spanish regions*



## Bremen



*Old warehouses in Bremen's port area have been converted into artists studios, university facilities and offices*



*Upgraded blocks at Osterholz Tenever, following the city's decision to prioritise the 10 poorest areas of the city*



*Stephaniequartier Bremen in the city centre is now being upgraded as part of a plan to attract media companies around the large local broadcasting company*



# Working in partnership with local communities

## Bremen

The Wohnen in Nachbarschaften (Living in Neighbourhoods Project – WiN) project in Bremen targets the 10 poorest neighbourhoods in the city, supporting general upgrading, community enterprise and social development. Gröpelingen, Bremen's old multi-ethnic neighbourhood near the port, has drawn in many migrants in the period of steep decline in employment. The housing is attractive but run down and many local businesses have closed, while much of the local population has moved out. Locally run community projects have helped to rebuild confidence in the area and homes are being upgraded in partnership with diverse private owners.

The WiN programme gives a budget to each disadvantaged neighbourhood, and a neighbourhood development team involving residents, housing and community officers jointly decide how this money will be spent, at regular meetings.

*Typical square in Gröpelingen with a Turkish café and old port facilities in the background*



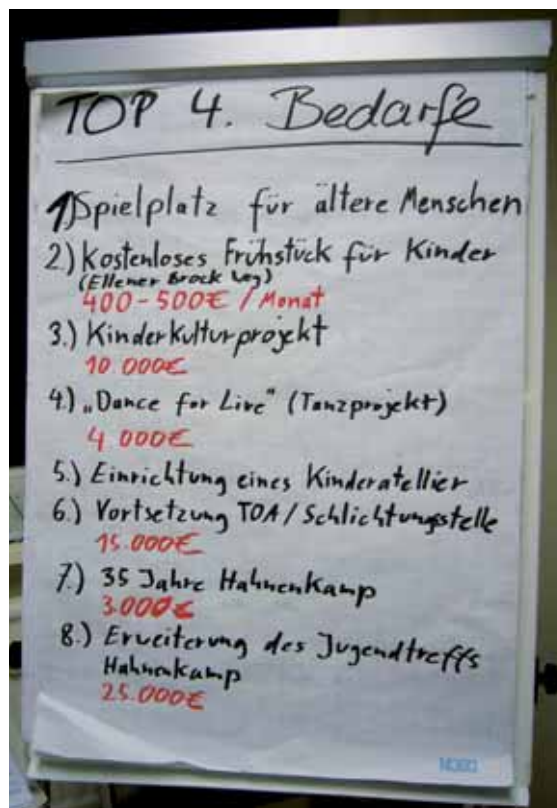
*A community café within Gröpelingen run by local residents overcoming serious health and learning difficulties. It is popular with local people*



*The old fire station in Gröpelingen, now converted into a community centre and supported housing*

A shortlist for the top 10 projects to be sponsored by WiN in the Osterholz-Tenever neighbourhood. Most of the projects that receive funding are run by residents themselves. Ideas include:

- a playground for the elderly
- a free breakfast club for children
- a children's cultural project
- a dancing club
- development of a young people's meeting place.



A WiN participatory budget meeting in the Osterholz-Tenever neighbourhood discusses with residents how funding from the WiN programme can best advance local economic development, education, training, community-based activities, sports, culture and social integration. There is a strong commitment to involving young people

## Torino

Torino supports many innovative social projects, offer part-funded by the Compagnia di San Paolo, a Bank Foundation that invests a share of the bank's profits for community benefit.

*Neighbourhoods Units staff with a local pensioner and ex-Fiat employee who emigrated to Torino from the South in the 1960s*



*'What's good is that we addressed almost all the different areas of the city, so everyone feels included.'*

*'There is a long history of local participation in Torino – if we plan projects the locals don't like, they will set up a committee to fight them!'*

*'The movement of social unrest between 1968-76 stimulated a culture of participation.'*

A young person from the 'Social Caretakers' project explains how a block of 170 social housing apartments in the city centre, housing mostly 'at risk' elderly people and families, the City Council is renting 10 apartments at a low cost to 10 young people who, in exchange, play a caring role with the block's inhabitants by building supportive relationships with them, connecting them to services, helping them with daily tasks and bringing them together for community events



An advertisement on a bus handrail for the StessoPiano young people's flat-sharing project we visited. StessoPiano helps low-income young people (one of the groups in greatest housing need) to find shared accommodation by introducing them to other young flat-hunters, drawing up contracts with landlords and helping cover some of the upfront costs. It is run by two local associations, and supported by the City Council in collaboration with the Compagnia di San Paolo bank foundation



## Bilbao

In August each year, Bilbao celebrates a traditional Basque festival, involving thousands of citizens.



*Celebrating Bilbao's Semana Grande (Aste Nagusia) Festival held each August in the streets and along the river*

## Belfast

Communities within the city hold on to their distinct identities but are learning to work together under the now 10 year old peace agreement, signed in 1998.



*Clockwise from top left: Republican mural in East Belfast advertising community taxi system*

*A family centre helping people across community boundaries, with a Peace Wall, North Belfast*

*Inner Belfast streets with emblematic Union Jack on closed shop front*

*Local youth using new leisure facilities in North Belfast – with our researcher Jörg Plöger*



6

Have the  
cities turned  
the corner?

# New image through innovative use of existing assets

A new urban image, new investment and economic transformation created cultural and sporting attractions, knowledge-based post-industrial enterprises, university research links, and alternative, innovative ideas. Each city created its own 'brand', with ideas liberally borrowed and traded through media coverage, visits by national figures, and special exchanges with more successful cities like Barcelona, Manchester, Dublin and Berlin.

The struggle to generate new economic development forced the cities to recognise that reviving their

economies wasn't just about attracting companies, but also about making themselves attractive to potential residents! New ideas were used to carve out a new role and identity that was more hi-tech and diversified, more appealing to high-skilled workers who would help drive new businesses. The seven cities are hoping for a 'snowball effect' – the public sector is funding a critical mass of facilities and upgraded environments, to tip the scales and attract the private sector back. To some extent this is already happening.

## Saint-Étienne – winning against sprawl

The Agglomeration (conurbation) has produced a strategic planning document called the 'SCoT' ('Schéma de Cohérence Territoriale'), to 'end' sprawl. Until now, each municipality has built for short term gain, creating a long term loss to the city-region as Saint-Étienne itself lost its critical mass. Saint-Étienne has become so depleted that 52 per cent of the population don't pay the local taxes to the Mairie because their incomes are too low. Appealing to young urbanites to live near the centre is the focus of current efforts.



*Placette Lebon, redesigned by architecture student Laëtitia Belala as part of the 'Public Spaces Workshop', project which funds local art and architecture students to redesign small spaces across the city at low cost. The programme was inspired by a visit to Barcelona*

Source: Alain Fayard



*'The objective was to give these small spaces a life of their own, while giving local design students a opportunity to develop their skills and to create a sort of "Saint-Étienne School of Public Space Design". We told the young designers to design micro-spaces on a human scale that brought the city to life.'*

*'Urbaniste' who ran the project  
[translated from his website]*

*'I used the argument that Saint-Étienne was an industrial city that had given a lot to her country, and had exhausted herself in doing so – so now, the country should show solidarity towards her. I hit a wall of arrogance, a real mistrust towards Saint-Étienne, a sentiment that "if you're in a fix it's because you're not good enough". So I decided to focus on quality public spaces, and quality public projects – to show them what we were capable of. It took three to four years to convince them we were good enough to handle a major regeneration effort. I also re-framed my argument: If you don't help Saint-Étienne now, it will cost you later.'*

Mayor, 2006

Right:  
*The old 'Couriot Pits' within the city are being transformed into a tourist attraction as a Museum of Mining. The nearby circus campsite adds colour to the unusual city-based mine*



## Belfast

Belfast has created a trendy, artistic neighbourhood, called the Cathedral Quarter, modelled on Dublin's ultra successful Temple Bar. The five star Merchant Hotel, converted painstakingly from a preserved bank, is listed as among Europe's top small hotels. The area now has many bars, restaurants and cultural venues.

*Merchant Hotel in the Cathedral Quarter*



*'Black Box' arts centre in the Cathedral Quarter*





## Leipzig

Leipzig, devastated by dramatic job and population losses following reunification, decided to reinvest in historic buildings within the city rather than unravel traditional density through further sprawl. It worked hard to reinstate its famous landmarks and has against all predictions clawed back both jobs and population, some of them tourists.

*Nikolai church, the centre for the Monday demonstrations that accelerated the collapse of the East German Government*



*Restored Wilhemian flats adjacent to decayed blocks awaiting treatment*





*'Sheffield has done selective demolition, not blighting. It's keyhole surgery.'*

Ron Barrowclough

## Sheffield

There are plans to restore the river and canals of the Lower Don Valley, Sheffield's former industrial heartland, using a combination of heritage and avant-garde ideas.

Poorer areas of Sheffield, including large former Council estates like the Manor, are being re-shaped into more mixed, more environmentally attractive, more community-oriented neighbourhoods. The Manor and Castle Community Trust is a strong social and community enterprise in the area.

*The development of luxury flats along the old industrial canals in the Lower Don Valley*



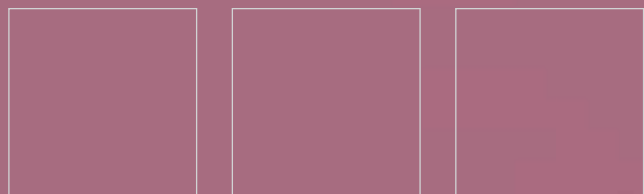
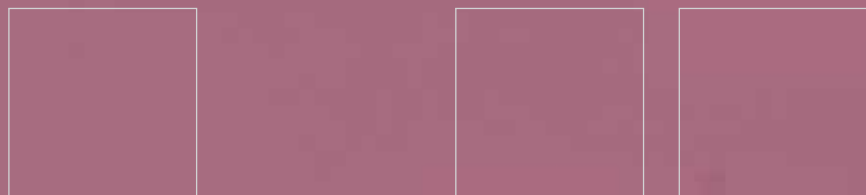
Left:  
*Forlorn remaining homes awaiting demolition in a blighted Council area*

Right:  
*Rebuilt private homes, mixed in with upgraded Council homes – a new park borders the estate which is still isolated from the city*



# 7

Where next  
for the seven  
cities?



# An uncertain future

All the cities still rely heavily on public support and it is not clear what impact major economic or environmental changes might have on their future sustainability. Global population pressures and continuing migration, loss of investment and global financial upheaval, climate change and resource limits, all pose potential threats, but also opportunities as these cities are at the cutting edge of new approaches to problems. Existing infrastructure and transport connections, density, and a tradition of invention and innovation are leading them to pioneer exciting new approaches.



*Container ship sets sail from Bremen in 2008, aided by huge kite. This cuts energy use by 30 per cent*

Source: <http://www.moneyvsdebt.com/2008/01/28/huge-kite-helps-container-ship-across-atlantic/>



*A 'solar valley' has developed around Leipzig as solar panel manufacturing plants have sprung up. Leipzig is now Europe's biggest solar panel producer*  
<http://www.spiegel.de/international/business/0,1518,grossbild-959122-532917,00.html>



*Hydrogen scooter – developed in Torino's envirocentre – expecting commercial development due to its low pollution and high efficiency with hydrogen generated in the middle of the night (1-5am) from surplus unused electricity. Small hydrogen storage 'batteries' drive the engine*



*Belfast's sea turbine – heading for Strangford Lough in 2008 where it was implanted in the sea bed*



*Veolia Environmental Services District Energy Network: state of the art combined heat and power plant – providing electricity and heating for commercial and public buildings across Sheffield*

# Conclusion

We hope this Tale of seven cities has left you with vivid impressions of the places we have collaborated with for three years, showing the deep processes of change and remarkable recovery trajectories in the seven cities. Significant resources are tied into these places and in a crowded continent, where existing assets are increasingly re-deployed to cope with shortages, these resources are being brought back into beneficial use. Space, energy and the natural environment, three resources that were plentiful in the cities when they first grew, are now incredibly short everywhere. Today, it is the innovative reuse of these finite resources which moves the cities forward, and which is bringing them back to life. The imaginative power within these cities and the infectious nature of new ideas ensures that successful experiments spread.

It is not clear how far they will go or whether they will be able to hold their positions in the face of a major global economic shake-out which could precipitate further decline. However, unlike many other cities, they are not as dependent on banking and financial services as more central and capital cities. These cities live by the 'stuff of invention' that is closer to the things that people actually use. Tangible, usable goods and services might make them that bit more resilient. The future may in fact give them the chance to show more sustainable ways forward. An inventive approach to industry may be more likely to emerge in Belfast where needs must than in London where such extreme wealth has driven such intense poverty.

The seven cities share an uncertain future with the rest of the globe but our document records the foundation stones and building blocks of recovering places that may survive and indeed flourish in a more sustainable world.

# Appendix: list of other publications

Plöger, J, Power, A and Winkler, A (2008)  
*Transforming Cities across Europe: An interim report on problems and progress*. CASEreport 49.  
London: LSE

Plöger, J (2008) Case Study 5: *Belfast's Gasworks Employment Matching Service*. CASEreport 54.  
London: LSE

Plöger, J (2008) Case Study 4: *Leipzig's Municipal Job Agency*. CASEreport 53. London: LSE

Plöger, J (2008) Case Study 3: *Bremen's Innovation Policy*. CASEreport 52. London: LSE

Winkler, A (2008) Case Study 2: *Torino's Associazione Apollie drop-in centre*. CASEreport 51.  
London: LSE

Winkler, A (2008) CASE Study 1: *Sheffield's Construction JOBMATCH Programme*. CASEreport 50. London: LSE

Winkler, A (2007) *Sheffield City Report*. CASEreport 45. London: LSE

Plöger, J (2007) *Belfast City Report*. CASEreport 44. London: LSE

Plöger, J (2007) *Bilbao City Report*. CASEreport 43. London: LSE

Plöger, J (2007) *Leipzig City Report*. CASEreport 42. London: LSE

Winkler, A (2007) *Torino City Report*. CASEreport 41. London: LSE

Winkler, A (2007) *Saint-Étienne City Report*. CASEreport 40. London: LSE

Plöger, J (2007) *Bremen City Report*. CASEreport 39. London: LSE

For more information on the seven cities and on the weak market cities programme please see our website:

[http://sticerd.lse.ac.uk/case/\\_new/research/weakmarketcities/default.asp](http://sticerd.lse.ac.uk/case/_new/research/weakmarketcities/default.asp)





*Veolia Environmental Services District Energy  
Network: state of the art combined heat and power  
plant – providing electricity and heating for over  
140 buildings across Sheffield*





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